

Measures of Success



The success of EPA's Brownfields Program is measured in many different ways. National accomplishment figures, such as the number of properties assessed and jobs leveraged, provide a high-level measure of success. Success can be measured in less traditional ways through personal stories of those communities that have utilized EPA funding to restore brownfields to productive use. On the surface, the numbers show that the Program has leveraged billions of dollars for property cleanup and redevelopment, as well as tens of thousands of jobs. EPA grant funding has enabled hundreds of assessment and cleanup projects to address thousands of acres of affected property. And more than fifteen hundred trainees who graduated from EPA's Brownfields Job Training program have gone on to secure living wage jobs.

As impressive as these numbers are, they do not reveal just how significantly communities—and the residents within them—are affected by brownfields revitalization and Brownfields Job Training programs. They do not convey the impact on people like the job participant who completed an EPA-funded Brownfields Job Training program in Oklahoma City, Oklahoma. Before participating in the program, there were no job opportunities for him that lasted more than a few months. Now, he is a full-time employee for a respected environmental firm and travels throughout the Midwest to address hazardous emergency response calls. Similarly, the numbers might show that a brownfield in Clearwater, Florida was assessed with EPA funding, cleaned up, and redeveloped. But the numbers would not reveal that this former gasoline service station is now a community police substation and jobs skills center, which allows officers and the community to interact through summer job programs and after-school tutoring sessions. Every number representing a Brownfields Program success has a deeper impact behind it—a life changed through new opportunities; a community enhanced economically, environmentally, or aesthetically (and sometimes all three); or a property that plagued a neighborhood for years being transformed into a community asset.



*“Nothing breeds
success like
success.”*

**Andrew Bracker
Brownfields Coordinator
Kansas City, MO**

**Referring to the success
of past projects like
the one pictured, in
generating success
of current projects**

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Left Photo: Marina Village
Housing Development
Elizabeth, NJ

Measures of Success



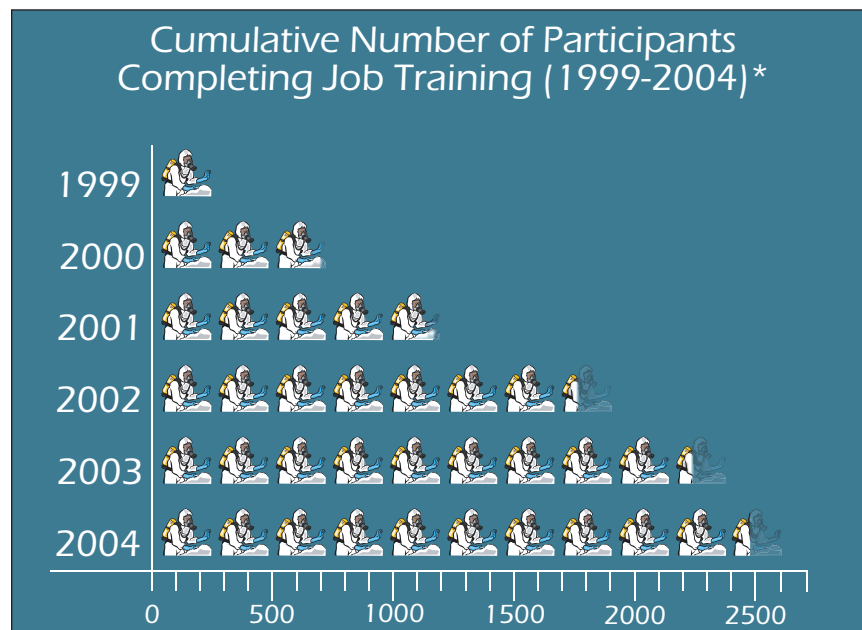
Energized by Job Training

Before starting the job training program, Adam was energized about a career in hazardous remediation—it would give him an opportunity to do something, to travel, and to protect the environment. After completing the EPA job training program, Adam attained a job performing hazardous waste remediation. Reflecting on his first week on the job, *“It was like going from zero to 60 in six seconds.”*

Through fiscal year 2004, more than 100 previous assessment grant recipients have applied for and received additional assessment grant funding to continue projects or expand on prior work; 48 assessment grant recipients have applied for and received cleanup grant funding; and 14 previous job training grant recipients applied for and received funding to continue training residents and help them find employment. Andrew Bracker, Brownfields Coordinator for Kansas City, Missouri, stated that, *“nothing breeds success like success,”* in reference to the multiple grant awards Kansas City has received for brownfields assessment and cleanup. Likewise, Trenton, New Jersey has continued involvement in EPA’s Brownfields Program. The initial assessment grant awarded in 1995 provided Trenton with the means to build and grow its local brownfields program. Subsequently, the city was awarded six additional competitive grants. Funding from several EPA Brownfields grants will address the same properties when feasible. For example, while an initial assessment grant targeted Trenton’s Magic Marker and Freight Yards properties, these same properties are now being cleaned up using monies from an EPA Brownfields Cleanup grant.

Statistics of Success

While the underlying benefits to quality of life, human health, and the environment may be the most valuable results of the Brownfields Program, national accomplishment measures are used to quantify the

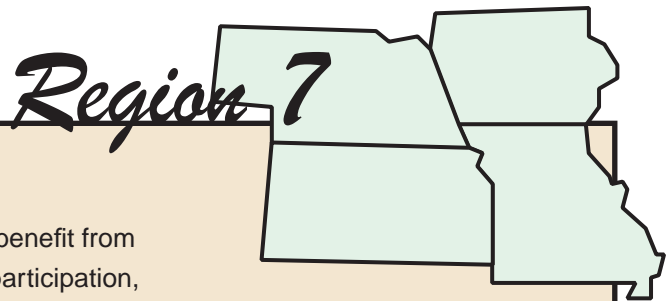


widespread impact of EPA investment. Accordingly, following the passage of the Brownfields Law in 2002, EPA developed an enhanced data collection method (the Property Profile form) to ensure data consistency and quality from brownfields grantees. This improved collection method permits EPA to provide data necessary for measuring the success of the Program and communicating lessons learned to grantees and stakeholders.

The numbers quantifying the Brownfields Program's accomplishments are impressive in their rawest form. Brownfields grants have leveraged more than \$7.2 billion in assessment, cleanup, and redevelopment funding. Through initial EPA investment, grant recipients often can facilitate monetary contributions and in-kind services from a wide array of public or private partners. This leveraging of dollars or services allows grant recipients to stretch funding so that grant funds are used to conduct as many assessments as possible, offer as many job training courses as possible, or issue as many loans as possible. EPA Brownfields Assessment grants have helped to demystify more than 5,600 proper-



Magic Marker Property
Trenton, NJ



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Putting Communities First

Region 7 is committed to ensuring that communities benefit from brownfields redevelopment by engaging community participation, evaluating community needs, and assessing potential reuse impacts. The Region is confronted with challenges, such as growing populations and sustaining an agrarian economy. While riverfront access once provided a major advantage, the growth of other shipping methods has left riverfront factories and warehouses abandoned. The redevelopment of these properties promises opportunity for the surrounding communities and neighborhoods.

Region 7 helps grant recipients focus their cleanup and redevelopment efforts on projects that benefit the entire community. Community involvement begins in the planning stages and continues after the last brick is in place. Successful projects can offer new life to a blighted neighborhood or spur the redevelopment activities of a small town.



Iowa River Gazebo
Coralville, IA

EPA funding creates significant and long-lasting changes for rural and urban communities within Region 7. The Region places an importance on community redevelopment and revitalization goals. In Coralville, Iowa, the First Avenue Revitalization Project is addressing riverfront properties, which also form a gateway to the city, by constructing a \$58 million convention center and hotel. As part of the Iowa Child project, an environmental learning center is in development. The City of Omaha, Nebraska played a primary role in the cleanup and redevelopment of three former industrial properties along the Missouri River; a new \$81 million Gallup Corporation headquarters and a \$35 million National Park Service regional headquarters have been built on the properties.

Web site: www.epa.gov/region7



Green Building at Heifer International Headquarters

On a once-contaminated property in Little Rock, Arkansas sits the future headquarters of Heifer International, a nonprofit organization that works with communities around the world to end hunger and poverty and to care for the earth. Heifer completed the largest-volume brownfields cleanup in Arkansas involving the removal of over 75,000 cubic yards of low-contamination soil. Many “green” building features have been incorporated in the new headquarters construction.

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An environmentally friendly parking plaza is being designed to drain rainwater through bio-swale filters into a holding pond to be used for landscape and irrigation needs. A newly constructed wetland will control, store, and reuse surface water, filter storm water runoff, and provide new habitat for local flora and fauna on the property. Other green elements for the building include reusing crushed masonry from abandoned buildings on the property, installing lighting fixtures that dim automatically as natural light increases, using recyclable fast growing bamboo for the building flooring, and incorporating a four-story water tower into the building to capture rainwater from the roof. The building is expected to be completed in December of 2005.

ties, and have revealed that close to one-third of brownfields do not require cleanup, making them available for immediate reuse. Additionally, more than 2,600 participants have graduated from job training programs to earn an average of \$12.95 per hour.

Grants awarded since the passage of the law in 2002 have already demonstrated success: 277 properties have been assessed; more than 127 acres have been designated for reuse; more than \$24 million in assessment, cleanup, and redevelopment funding has been leveraged; and more than two-thirds of the 213 job training participants have obtained employment after graduation. These numbers tell a story of progress and transformation. These stories can involve problematic land that is cleaned up and redeveloped into an area that may have mixed use, such as apartments and retail stores, or recreational use, such as a park. There is no shortage of anecdotal successes that highlight how brownfields redevelopment cleans up the environment, revitalizes the community, and improves the economy.

Stories of Success

To ensure that disadvantaged residents are not forced out by property renovations, some brownfields projects (such as Elizabeth, New Jersey and Wellston, Missouri) have integrated low-income housing into site reuse plans. In addition, residents benefit from brownfields cleanup through the elimination of potential exposure to contamination. Communities have also benefited from brownfields cleanup by eliminating exposures to contaminants that threatened to human health and the environment. Indirect and less tangible impacts of brownfields cleanup and redevelopment include an improved sense of community or recovery of an abandoned property that negatively impacted the area.

In particular, communities are benefiting from the identification, demolition, and cleanup of former methamphetamine laboratories, commonly known as “meth labs.” The grant recipient—Public Health-Seattle and King County (Public Health) in Washington—is using funding to assess over 100 former labs around King County. Labs can be set up almost anywhere: hotel rooms, apartments, houses, abandoned vehicles, garages, storage sheds, campgrounds, and outbuildings. Using easily-attainable and common household items, methamphetamine labs produce an estimated five pounds of waste for every

one pound of product. All of the processes that produce methamphetamine use chemicals including explosives, solvents, metals, salts, and corrosives. The waste is typically disposed of on the ground or down a drain contaminating the sewer system, groundwater, surface waters, and soils. The grantee is using brownfields funding to directly address meth lab contamination through assessment and cleanup. First, Public Health visits each abandoned lab to identify the type of contaminant, environmental media affected, and determine if an immediate threat to human health exists. Later, Public Health oversees decontamination activities and assures that all waste is disposed of properly.



Evanston Machine Shop
Evanston, WY



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Greening and the Environment

For the Mid-Atlantic states, the greening of the Region's brownfields is a priority. Going beyond traditional development practices, Region 3 encourages the use of environmentally friendly redevelopment approaches on brownfields.

Greening practices include sustainable development, green building, low impact design, and improving public access by incorporating open space or recreational areas.



Roberto Clemente Park
Lancaster, PA

In Lancaster, Pennsylvania, EPA Assessment funds were used to "green" a 3.5-acre underutilized, blighted property into a community park. Named for baseball Hall of Famer, Roberto Clemente, the park officially opened in 2005. EPA funds were used to assess environmental contamination, and state funding was used to clean up the property. In addition to a state-of-the-art baseball diamond, the park includes a walking path, giving the community a safe, "green" place to play in Lancaster. In Wilmington, Delaware, an abandoned gas station in the historic Brandywine Village neighborhood

was transformed into a "green" parking lot. The city used Brownfields funds to assess environmental contamination and then purchased the property to provide needed parking for the commercial area. Since the corner also serves as a bus stop, the city added native landscaping, park benches, and lighting to give passengers a green and comfortable place to wait.

Region 3 provides training to grantees and site managers on sustainable design and provides tool kits on sustainable reuse of contaminated sites. An electronic newsletter communicates progress to stakeholders on revitalization activities throughout the Region. *The Land Revitalization Update* highlights news, resources, and policies impacting cleanup and reuse.

Web site: www.epa.gov/region3



Focusing on the West Sacramento Corridor

In West Sacramento, California, the West Capitol Avenue, a former state highway between San Francisco and Sacramento was replaced by the Business I-80 bypass. Consequently, business traffic and occupancy of the motels and other businesses along the former highway was significantly reduced. The city intends to update the current land uses and perceived image of West Capitol Avenue from an outdated and outmoded highway to a modern central business district. As such, approximately 233 properties have been targeted along the highway for environmental assessment. These properties include vacant lots, motels, restaurants, small commercial businesses, and some residential areas. In 2003, the city received a \$200,000 EPA Assessment grant and has completed over 200 Phase I assessments of the West Capitol Avenue properties. Grant funds have also been used to conduct community outreach activities.

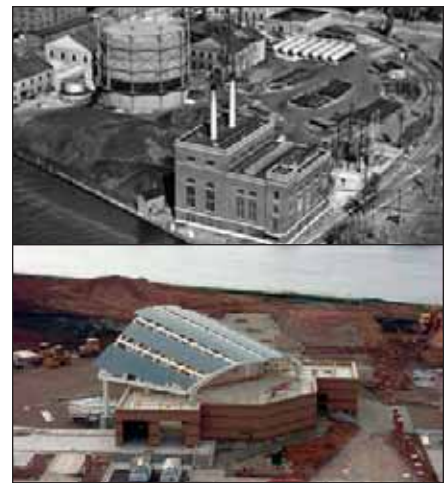
In addition to bringing new economic life into a community, brownfields cleanup and reuse helps to improve the environment through sustainable development methods such as green buildings, conservation, landscaping, and habitat restoration. The concept of green building includes using recycled or environmentally sound construction materials and incorporates energy and water efficient processes for long-term savings, resulting in reduced surface water runoff and landfill waste—all at an average upfront cost of only two to four percent more than conventional building practices. Green building project registration with the U.S. Green Building Council more than doubled in 2004.¹

Another green redevelopment practice includes habitat preservation, which protects the environment and reintroduces wildlife. The former 13-acre Holly Street Landfill in Bellingham, Washington on Whatcom Creek is now a park, with walking trails and habitat for fish and other animals. Habitat restoration and estuary expansion were integrated in the cleanup and reuse plans for the former landfill. Native plants were used to restore salt marsh habitat, and a boardwalk was built to provide public access along the north bank of Whatcom Creek. Estuarine restoration is key to ensuring healthy juvenile salmon habitat in a hatchery on the north end of the site. The project included removing 12,000 tons of solid waste and capping exposed parts of the landfill.

Brownfields redevelopment also provides economic value to the community and local government through taking underused, contaminated, and/or abandoned land and making possible a tax-generating showplace that creates housing and jobs. A Brownfields Cleanup grant awarded to the Mystic Valley Development Commission (a collaboration among the cities of Malden, Medford, and Everett) in Massachusetts enabled the cleanup of a former electroplating facility. The one-acre site of this former facility will provide critical parking for a large-scale redevelopment that will create new housing, office space, and as many as 1,000 jobs for the region. And Hennepin County, Minnesota used \$600,000 in EPA Brownfields Revolving Loan funds to rid a former agricultural processing plant of 13,000 yards of contaminated soil and demolish existing structures. Additional funding came from a \$1 million state grant, the developer, and the county. The property is now home to a 79,000-square-foot industrial building that significantly

increased local tax revenues and leveraged more than 100 jobs. Across the nation, EPA Brownfields grant-funded projects alone have leveraged more than 32,000 jobs through cleanup and redevelopment.

Ideally, success in brownfields redevelopment means finding a reuse for a property that offers the greatest benefit to the surrounding community. The former seven-acre Wisconsin Public Service (WPS) Manufacturing Gas Plant in Oshkosh, Wisconsin has been transformed into a riverside park with an amphitheater. In 2002, WPS performed a cleanup of the property using thermal treatment and capping. WPS sold the property to the city in December 2003. With assistance from a



Riverside Park—1950s and Today
Oshkosh, WI



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Reaching Non-Urban Communities

With a large number of small, non-urban communities scattered throughout a historically industrial landscape, Region 1 focuses its efforts on facilitating the redevelopment of these communities through Brownfields grants. Once economically stable, these former mill, factory, and tannery towns now face unemployment, poverty, and health threats. Region 1 developed and implemented a unique strategy to provide

assistance to the communities of the affected locations. The strategy has four components: 1) increased community-specific outreach activities; 2) utilization of existing organizational infrastructures including regional planning commissions and councils of government; 3) focused use of TBAs; and 4) a communication strategy that includes developing and distributing success stories on small, rural communities, and enhancing the Region's Web site.



Lake Champlain waterfront apartments
Burlington, VT

A successful combination of EPA Brownfields grant funding and the non-urban redevelopment strategy is helping to revitalize many Region 1 communities. Using Brownfields Assessment grant funding, a historic former contaminated grist and paper mill site along the Contoocook River in Henniker, New Hampshire will provide recreational and educational opportunities for residents. An assessment grant in Burlington, Vermont provided the seed money to facilitate the development of environmentally-friendly homes that are open to all income levels along the shore of Lake Champlain. The Lewiston, Maine Job Training grant supports a new free job training program for local unemployed, underemployed, and dislocated workers entitled the Brownfields Initiative for Local Development. As of March 2005, two graduating classes totaling 26 individuals completed the core training and additional funding has been leveraged from area organizations ensuring continued program success.

Web site: www.epa.gov/region1



Precision Valley Development
Corporation Building
Southern Windsor County, VT



Went Field Park
Bridgeport, CT

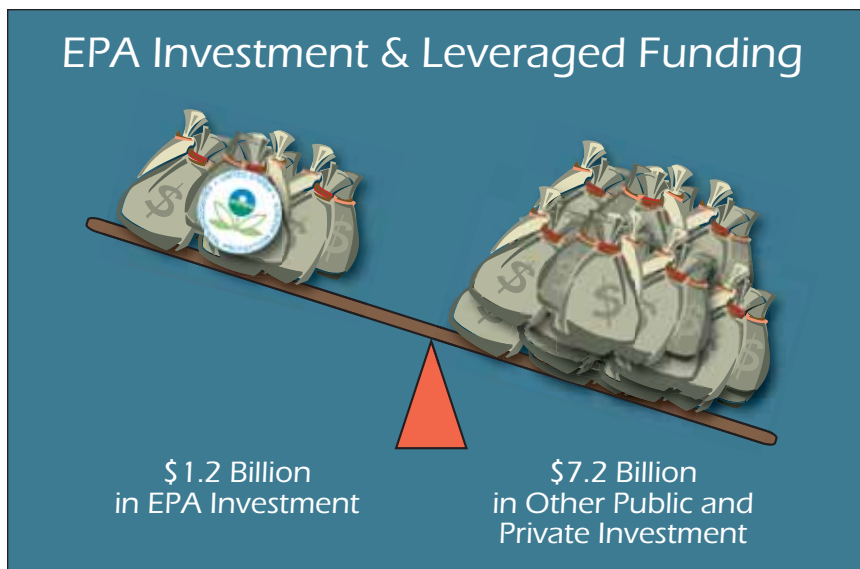
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cleanup grant awarded to the city in 2003, cleanup of the property was completed and Riverside Park redevelopment began. Private funding was donated for the construction of a 7,000-seat amphitheater. Additionally, the City of Oshkosh leveraged more than \$4 million in public and private funding to make redevelopment possible.

The benefits of taking a broader view of community development and economic growth are being demonstrated through regional planning commissions and other community coalitions. These groups can combine resources toward regional redevelopment goals that individual towns may not be able to reach on their own. Through contributions from member towns and partners, regional planning commissions and coalitions work to create a tipping point for corridor projects, business park development, or systematic redevelopment of multiple properties in one area or across jurisdictions. In Vermont, the Southern Windsor County Regional Planning Commission (RPC) began as a combined regional planning and development corporation in 1967 and began working with brownfields in 1999. They are involved with a broad variety of activities, including town planning and zoning issues, transportation, emergency management, mapping, and natural resource planning. The Southern Windsor RPC has partnered with member towns, regional and local development corporations, the Vermont Agency of Commerce and Community Development and the Department of Environmental Conservation in the Agency of Natural Resources, community service agencies, nonprofit housing organizations, and downtown

groups in Springfield and Windsor. Thus far, the grant recipient has assessed ten properties, covering 107 acres. Of the ten properties, three did not require cleanup and one has cleanup activities underway.

EPA pays particular attention to awarding funds to entities that address environmental justice issues, and the Agency targets grants and assistance to communities most in need. Environmental justice has re-



maintained a consistent theme of EPA's Program, and the Program recognizes the importance of local community groups in addressing brownfields issues.

In the impoverished West End area of Bridgeport, Connecticut, the community became actively involved in reuse planning for an abandoned industrial property after an EPA Brownfields grant paid for environmental assessments. Local residents, representatives from adjacent schools, and nonprofits like ASPIRA (an organization that supports Latino youth) and Groundworks Bridgeport (an organization that supports local redevelopment projects) were among those involved in the planning process. The \$4.4 million cost of cleanup and redevelopment was paid for through grassroots fundraising and local, state, and federal investment. This former brownfield was transformed into a multi-use recreational park featuring four basketball courts, three softball fields, practice fields for football and soccer, track and field elements, a volleyball court, a fenced playground, a pavilion, and an amphitheater.

As in Bridgeport's West End, recreational uses are sometimes seen as the most valued reuse for a brownfield, offering the greatest community benefit. In other instances it might be affordable housing for low-income residents, restored natural habitat, or an assisted-living center for the elderly. The benefits of brownfields restoration are felt by the smallest communities and the largest corporations. To this day, EPA remains devoted to ensuring that the economic benefits derived from brownfields redevelopment stay with the residents in the communities served. And while many Brownfields Program successes are measured through numerical statistics, the placement of mostly minority residents in full-time environmental careers is evidence that brownfields redevelopment and environmental justice can indeed coexist.



Colorado Coalition Building Success

In Lakewood, Colorado, a RLF grant awarded to the Colorado Coalition (comprised of several cities and counties) helped to excavate contaminated soils on the site of a former mall complex (in its heyday it was the largest mall west of the Mississippi River). An EPA Brownfields Assessment grant awarded to Lakewood had already lent support during the assessment phase, and the property's developer, Continuum Partners, credits the RLF with helping the project move forward. *"At the early stages, when these [cleanup] costs are being incurred, equity is critical,"* explains Tom Gaugean of Continuum Partners. *"The fact that we could find an alternative source of financing that was flexible, and low-interest, really was enormously important to the overall project."*

Following the approximately \$4.5 million cleanup (\$1.9 million of which was financed through the RLF) the developer invested more than \$220 million to transform the property into a commercial and residential complex with loft-style apartments, shopping, movie theaters, and restaurants. Known as the Belmar complex, this already thriving area has completely transformed the economics and aesthetics of downtown Lakewood.

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